



Staff Report PC16-009-ZA

Eagle Alliance/MainStreet- Rezoning Amendment

Docket PC16-009-ZA- Zoning Amendment- Eagle Alliance Church. The petitioner is requesting approval for a Zoning Amendment from R-1 Residential zoning to MF- Multi Family. The subject property contains 16 acres and is located east of Eagle Church, north of BACA and Spectrum Retirement, and west of CR 700 E. The petitioner is MS Whitestown LLC, and the property owner is Eagle Alliance Church, Inc.

History

The property owner, Eagle Alliance Church, Inc. originally purchased 94 acres in 1998. Early 2000, 15 acres were sold to Zionsville Community Schools. 10 acre drainage ponds to cover the remaining 79 acres were developed with Duke Realty for future development. The current 16 acre subject property is part of the remaining 69 acres owned by Eagle Alliance.

Zoning and Context

The map below shows the highlighted lot with existing zoning and surrounding zoning.



- North: The property to the north is Rural AG under Zionsville Zoning Jurisdiction
- East: The property to the east is zoned Rural PB under Zionsville Zoning Jurisdiction
- South: The property to the south is zoned PUD and utilized as Business District uses under the I-65 Anson PUD.
- West: The property to the west is zoned R1 and utilized as church use.

Comprehensive Plan

Land Use Plan

The 2015 Comprehensive Plan identifies this area Civic and is defined as:

- Intended for well-designed developments that include a mix of land uses, such as commercial, office and residential. Development in this area should consider internal connectivity for all modes as well as a higher level of aesthetic design.

Goals and Objectives

The relevant Implementation steps contained in the Goals and Objectives of the Comprehensive Plan that apply to this site are as follows:

- Goal: Land Use
 - ☐ 4.1 To achieve the vision for the community, Whitestown must promote unique designed and residential densities that provide market driven product types that are attractive to individuals and families in all phases of life, especially young professionals and families.
 - ☐ 4.2: For long term community sustainability, it is essential that Whitestown maintain the proper balance of commercial, industrial and residential uses.
 - ☐ 4.5: Development within the community needs to be designed to be efficient compact and walkable.
 - ☐ 4.6: Future development should be encourages to provide a superior and creative product design and mix of uses.
 - ☐ 4.9: Future land use and density decision need to be coordinated with the needs and availability of transportation, utilities and other infrastructure facilities.
 - ☐ 4.10: Larger planned unit developments are encouraged and should include flexible integration of a true mix of uses and unique design standards.
- Goal: Transportation & Circulation
 - ☐ 5.1: Road networks within new subdivision should link to the existing road networks in neighboring subdivisions/developments.
 - ☐ 5.2 Plan and promote pedestrian circulation (walking, cycling, etc.)
 - ☐ 5.4: Develop and link pedestrian networks (sidewalks and trails) within new developments.
 - ☐ 5.5: Improve mobility for youth, seniors, disabled and other residents in need.
 - ☐ 5.6: Ensure accessibility and efficiency for emergency/first responder services.
- Goal: Municipal Services
 - ☐ 6.1: Provide facilities that serve all age groups and abilities.
 - ☐ 6.3: During development and redevelopment, sufficient land areas should be retained for future needs of parks, greenways, right of way, utilities, fire and police station and other public purposes and services.
- Goal: Economic Development
 - ☐ 8.2: Industrial/Commercial growth is to be pursued if it supports the value, character and quality of place desired by the community.
 - ☐ 8.3: The Town's business expansion policy should be focused on industries that will feed the needs of existing employers and institutions in the community, creating a business climate that will stimulate further investment and regional interest in Whitestown.
 - ☐ 8.5: Maintain and pursue diversity of commercial and industrial businesses.
 - ☐ 8.10: Build the amenities within the community that support the workforce demands of the business that are desired by the Town.

Transportation Plan

- **Road Classifications and Intersections:**
 - Central Boulevard, Minor Arterial (access management, moderate speeds)
 - Whitestown Parkway, Major Arterial (limited access, signaled intersections, high speed)
- **Transportation Policy Statements:** The relevant implementation steps contained in the Goals and Objectives of the Transportation Plan to that apply to this site are as follows:
 - Goal: Foster Convenient Circulation
 - ☐ IM 1.1: Ensure that adequate right-of-way is preserved for future road extensions, widening and drainage.
 - ☐ IM 1.3: Ensure accessibility and efficiency for emergency services
 - ☐ IM 2.2: Strive to provide an uninterrupted community wide network of paths and sidewalks.
 - ☐ IM 2.3: Require pedestrian networks (sidewalks and trails) within all single-family, multiple-family, commercial and industrial developments.
 - ☐ IM 2.4: Require the pedestrian networks within single-family, multiple-family, commercial and industrial development to link to adjacent developments.
 - ☐ IM 2.6: Improve mobility for youth, seniors, disabled, and other residents in need.
 - ☐ IM 3.1: Restrict all access onto major arterials, significantly restrict access onto minor arterials and limit non-essential access onto major collectors.
 - ☐ IM 3.4: Disallow entrances and driveways when proposed too close to intersections or along a street with a blind approach.
 - ☐ IM 5.3: Require new collector streets to be slightly curved and angles to mimic the heritage roads and pikes that transected the Whitestown area. Collector streets should not be built dominantly as a grid system.

Zoning Ordinance

Existing Zoning

R1- Low Density Single Family Residential: This is a low-density suburban residential district. The lot area and minimum floor area requirements are larger than the other residential districts. Development in this district is typically at a density of less than one (1) home per two (2) acres.

Development Standards for R1 (non-residential)	
Minimum road frontage:	45'
Minimum open space:	15%
Maximum building height:	25'

Permitted uses include:

- Church or Temple
- Dwelling- Single Family
- Elementary & Secondary Schools
- Farm
- Libraries & Information Centers
- Major Residential Subdivision
- Mass Transit Station
- Minor Residential Subdivision
- Public Golf Course
- Temporary Mobile Home
- Transmission Lines for Utilities

Proposed Zoning

GB General Business: This district is designed to include central business districts in established urban places. This district would be used for most types of business and service uses. Development in this district requires connection to public water and public sewers and Development Plan approval.

MF High-Density Multi-Family Residential: This is a high-density multi-family district. Development in this district is typically at a density of up to 20 dwelling units per acre. Development in this district requires connection to public water and public sewers and Development Plan approval.

Development Standards for MF (Multi-Family Res)	
Max density (units/acre):	20
Minimum open space:	30%
Maximum building height:	50'

Some permitted uses include:

- Church or Temple
- Colleges & Universities
- Convalescent Homes
- Dwelling- Multi Family
- Elementary & Secondary Schools
- Farm
- Fraternity, Sorority or Student Housing
- Group Residential Facility
- Junior Colleges & Technical Institutes
- Libraries & Information Centers
- Life Care Facility
- Major Residential Subdivision
- Municipal or Government Buildings
- Nursing Home
- Orphanage
- Public Golf Course
- Temporary Mobile Home

Proposed Development

The project site is located on the north side of Central Boulevard, West of CR 700 E, and East of the existing Eagle Church. The proposed 16 acre site is seeking a rezone from R1 to MF to allow for the development of a Nursing Home facility. The property is currently agricultural. The proposed development would be completed in phases, including the development of four single story buildings for Nursing Home facility use as seen below:



Access to the site is underway on conceptual planning. An access road has been discussed between BACA and Parcel N of the Anson South Business District. Access may also feed into CR 700 East as an east/west access once additional phases are underway development.

Staff Comments

1. The rezoning process is a legislative act. The Plan Commission will make a recommendation to the Town Council who then has the final say. Because this is a legislative act, the Plan Commission can require that certain commitments be made part of the rezoning and then run with the land.
2. Before being developed, the project will require Subdivision approval and/or Development Plan approval by the Plan Commission.
3. The Plan Commission should maintain and enforce the Zoning Ordinance, Subdivision Control Ordinance, and related ordinances in order to achieve the goals of the Comprehensive Plan.
4. To preserve the context of the area the following uses should be prohibited as part of this rezoning:
 - Fraternity; Sorority or Student-Housing; Orphanage; Public Golf Course; Temporary Mobile Home; Composting Facility; Golf & Country Club; Temporary Clean Fill Disposal, land reclamation, or processing site; Mineral Extraction.
5. The Plan Commission should ensure that the goals of the Comprehensive Plan and the Transportation Plan are met. Commitments such as the following should be contemplated:
 - a. Provide a safe and aesthetic pedestrian access to site and within the context of the site.

Decision Guidelines

Per the Zoning Ordinance, *Section XII.B.C* the WPC and the Town Council shall pay reasonable regard to the following five decision criteria when taking action on all rezoning requests:

- the Comprehensive Plan;
- the current conditions and the character of current structures and uses in each district;
- the most desirable use for which the land in each district is adapted;
- the conservation of property values throughout the Jurisdictional Area; and
- Responsible development and growth.

Staff Recommendation

Staff Recommends that the Plan Commission give a favorable recommendation with commitments to rezone the property from R1 Residential to MF Multi-family in accordance with the Whitestown Comprehensive Plan, Transportation Plan and UDO. The following commitments shall be met:

- 1) To preserve the context of the area, the following uses should be prohibited as part of this rezoning: Fraternity; Sorority or Student-Housing' Orphanage; Public Golf Course; Temporary Mobile Home; Composting Facility; Golf & Country Club; Temporary Clean Fill Disposal, land reclamation, or processing site; or Mineral Extraction.

*If the Plan Commission gives an unfavorable recommendation (or no recommendation) to rezone the property from I1 to MF, the above conditions could still be included in the recommendation to the Town Council for their final decision.